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**Annual Report** Fiscal Year 2003

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Modified Annual Report of the Congressional Research  
Service of the Library of Congress for Fiscal Year 2003  
to the Joint Committee on the Library United States  
Congress Pursuant to Section 321, Public Law 91-510



**CRS helps to ensure  
that Congress  
maintains its  
independent capacity  
to analyze complex  
challenges that  
confront the nation  
now and in the future.**

**—Daniel P. Mulhollan, Director**



# A Message from the Director

As the Congressional Research Service completes its eighth decade of service to the Congress, we continue to uphold our sole mission: to work exclusively and directly for the Congress, providing research and analysis that is authoritative, timely, objective, nonpartisan, and confidential.

The Congress counted on CRS research assistance throughout fiscal year 2003 as lawmakers examined policy problems, formulated responses, and deliberated across the broad range of complex issues on the legislative agenda. Our paramount concern, especially given the critical constitutional role of the Congress during a time of war, has been preserving independent, accessible, and responsive analytic capacity in the legislative branch.

The year was especially challenging as the Congress turned to CRS when Members engaged in long-term policy endeavors for which precedents or experience was limited. Congress received continuous assistance from CRS experts when, for example, it created, implemented, and oversaw a

complex complement of provisions for homeland security; grappled with major revisions in government personnel practices; addressed an array of assaults on corporate and financial integrity; responded to world health threats from SARS, AIDS, and other health concerns; assessed unique

conditions in Iraq and Afghanistan relating to security, reconstruction, and governance; applied a mix of policy objectives to the use of the U.S. tax code; and provided for a robust American economy in an increasingly globalized environment.

The Service's productivity and performance in FY2003 can be illustrated by four measures of its workload during the year: (1) support for 160 major policy issues at all stages of the legislative agenda; (2) writing and updating more than 900 key reports in these major

policy areas, representing a 30-percent increase over the 700 products maintained at the close of last fiscal year; (3) immediate, 24-hour a day, 7 day a week, online access to key products and services through the Current Legislative Issues (CLI) system on the CRS Web site, with a 10-percent increase in congressional use of our electronic services over



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last year; and (4) custom work for the Congress—thousands of confidential memoranda, in-person briefings, and telephone consultations.

CRS has and continues to play a significant role in keeping the Congress abreast of policy questions, options, and their implications during rapidly changing situations as well as long-standing and evolving concerns of vital importance to the American people. This report outlines our FY2003 accomplishments in responding to the policy-

making needs of the Congress and our planning to ensure that the Congress maintains its independent capacity to analyze the complex challenges that confront the Nation now and in the future.



*Daniel P. Mulhollen*



# Service to the Congress

As the Congressional Research Service completed its eighth decade of service, it continued to work exclusively and directly for the U.S. Congress by providing research that is authoritative, timely, objective, nonpartisan, and confidential. Throughout the year CRS improved its service to Congress in a number of ways—by anticipating the legislative needs of the Congress, by providing immediate access to research and analysis on the CRS Web site, by creating or revising products and formats to deliver the most relevant and up-to-date analysis and information on current legislative issues, and by making analysts available for consultations and briefings.

## Challenges in FY2003

During this fiscal year the Service continued to work on its most critical challenges—building intellectual capacity

in all areas of congressional concern; recruiting staff to replace those who are retiring, while providing continuity in legislative support to the Congress; adapting technology to meet the changing support needs of the Congress; and sustaining and developing the security and infrastructure of CRS information networks.



## Indicators of Performance and Productivity

CRS delivered 875,197 research responses—a number that includes analysis and information requests, product requests, in-person requests and services at Research Centers, electronic services, and seminars. The Service's performance and productivity in FY2003 are best illustrated by four measures of its workload during the year:

### ■ Support for major policy problems—

CRS provided research support to meet congressional needs in all facets of the legislative agenda, focusing particularly on 160 major policy problems during the fiscal year.

■ **Key products maintained**—CRS actively maintained nearly 900 key products directly addressing congressional

needs in specially identified major policy areas by the close of FY2003. These research products represented a significant increase (nearly 30 percent) over the 700 key products the Service maintained at the close of FY2002, and were directly available to congressional offices through the CRS Web site.

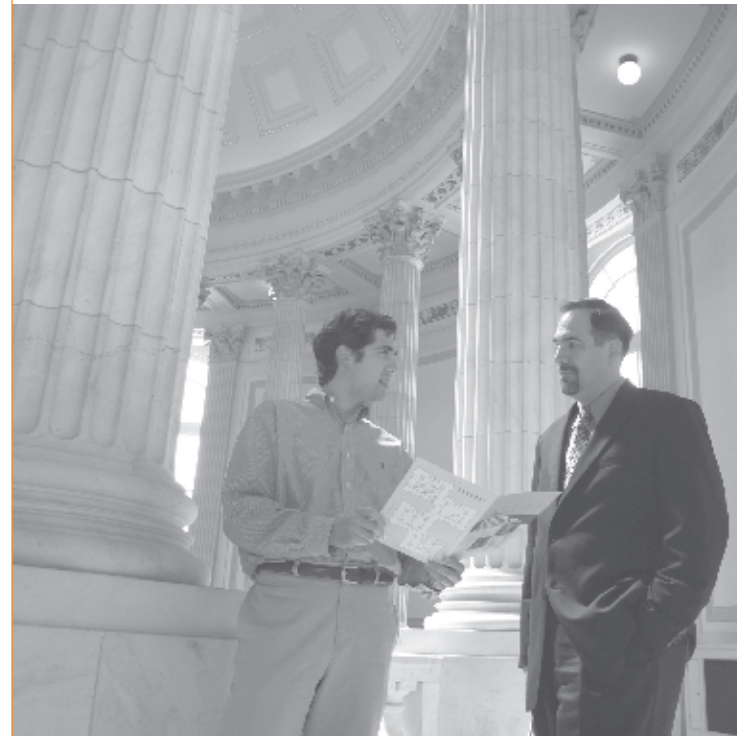
*As the Congressional Research Service completed its eighth decade of service, it continued to work exclusively and directly for the U.S. Congress by providing research that is authoritative, timely, objective, nonpartisan, and confidential.*

■ **Access to online products and services**—The Service continued to facilitate immediate online access to key products supporting critical policy areas through its Current Legislative Issues (CLI) system, the central feature of the CRS Home Page. At the start of the year the Service significantly enhanced online access to these and other products with improved capabilities for searching and accessing CRS products. Overall, congressional use of CRS electronic services, which has risen dramatically in recent years, continued to increase, climbing to 737,685 in FY2003, up 10 percent from FY2002 and up 37 percent from FY2001. The Web site offers the Congress availability of CRS products 24 hours a day.

■ **Custom work for the Congress**—During FY2003 direct congressional access to CRS experts remained a key component of service to the Congress. This work

included efforts tailored to specific situations or requiring confidential assistance. Individualized attention to congressional needs was provided primarily through telephone consultations, in-person briefings, and confidential memoranda. The number of telephone consultations remained fairly constant (42,628), an increase of just 1 percent over the FY2002 level (42,239). The number of confidential memoranda (2,214) increased by about 3 percent over the FY2002 level (2,141). A larger increase was seen in the number of in-person briefings (2,886), which rose more than 30 percent over the FY2002 level (2,176).

The table on the following page provides more details on CRS products and services provided this fiscal year.





### Outline of this Report

This annual report begins with highlights of legislative assistance to the Congress and summarizes major technology and management initiatives, including improving Web services and the Legislative Information System, planning for a re-engineering of the provision of CRS information services; refining internal communications; strengthening outreach; enhancing the Service's technology to make it more secure, sophisticated, and efficient; recruiting staff to fill key research analyst and information technology positions as well as diversifying the CRS workforce, and developing emergency preparedness procedures. Appended are reports on the budget, progress on human resources issues, the current organizational structure and functions of various components, and CRS products completed for the year.

*CRS actively maintained nearly 900 key research products directly addressing congressional needs in specially identified major policy areas by the close of FY2003.*

## CRS products and services for Congress, FY2003

Products and services	Total
<b>Total completed requests and services</b>	<b>875,197</b>
Analysis, information, and research requests <sup>1</sup>	80,122
Cited material and CRS product requests	17,729
Resource Center direct requests and self-service	29,614
Seminar, institute, and training participants	10,047
Client use of CRS electronic services <sup>2</sup>	737,685
<b>Custom products and services</b>	
Custom writings prepared	2,214
In-person briefings and consultations completed (number of participations by CRS staff)	2,886
Responses primarily by telephone	42,628
Selected materials, database searches, and translations	31,919
<b>Congressional distribution products and services</b>	
New products prepared	846
Number of reports maintained through updates and revision	4,789
Copies distributed <sup>3</sup>	804,880
Seminars, institutes, training (number of events)	317
<b>Congressional offices served by CRS</b>	
Members	100%
Committees	100%

1. Analysis, information and research responses are created for specific clients upon their request. Data include some requests that are not identified below in "Custom products and services."

2. Clients anonymously access topical reports, memoranda, and graphics via the CRS Home Page.

3. Includes electronic and paper copy distribution. The figure includes 77,566 CRS reports and issue briefs within the 26,654 info packs distributed. Three-quarters of distribution was electronic.

Source: CRS Inquiry Status and Information System (ISIS) and other CRS data.

# Legislative Support

Congress requested assistance from CRS as it confronted numerous public policy issues emanating from the war with Iraq and preparations for enhanced homeland security late in the 107th and early in the 108th Congress.

## **The War with Iraq, Terrorism, and Related Issues**

U.S. involvement in Iraq—the diplomatic activities and military preparations leading up to the war, the war itself, and the war’s aftermath—dominated the congressional foreign affairs and defense agenda during the year. Analysts conducted briefings for individual Members and congressional staff concerning diplomatic, military, and postwar issues; assessed the Bush Administration’s new national security strategy; and briefed Members and staff on matters concerning the congressional joint resolution authorizing the President to use force against Iraq. CRS analysts and attorneys responded to queries on war powers, declarations of war, and the preemptive use of

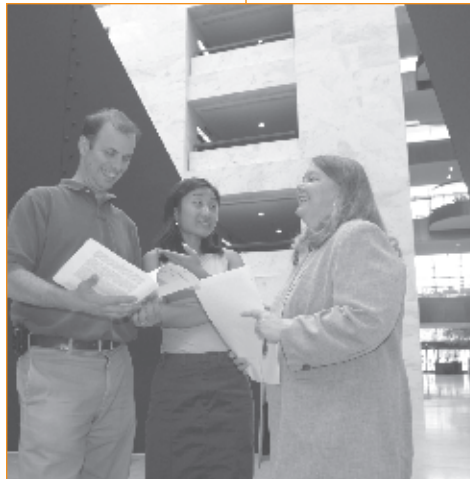
force under international law. CRS organized two seminars on Iraq and on disarmament that brought together leading scholars and policy analysts for an in-depth discussion and exchange.

As military action began, CRS analysts conducted

numerous briefings for individual Members and addressed issues such as Iraq’s alleged weapons of mass destruction, U.S. efforts to change the Iraqi regime, and the United Nations oil-for-food program. The Service also provided database searches on the issues of weapons of mass destruction and Iraqi terrorism activities and tracked significant events on a daily basis as an electronic current-awareness service to Congress.

The postwar needs of Iraq for humanitarian and reconstruction assistance, and the role of the

international community and the United Nations, were also topics of concern to the Congress. CRS analysts responded to a high volume of requests regarding Iraq’s economy and foreign debt and the likelihood that any U.S. loans to future Iraqi governments would be repaid.



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**Homeland Security and the Potential for Terrorism**

Homeland security and terrorism remained key issues for the Congress. To assist Congress, CRS continued its Service-wide, coordinated response that drew upon a wide range of expertise. Following final passage of the Homeland Security Act (P.L. 107-296), Congress focused on homeland preparedness. CRS analyzed the human resources program development required by the Act and the management positions it would create. Experts developed a comprehensive organization chart that identified and highlighted statutory requirements for congressional staff who monitor the establishment of the Department of Homeland Security (DHS). As Congress began oversight activities pertaining to this new government agency, CRS provided assistance on procedural and jurisdictional questions to committee staff as well as briefings on the operational and organizational aspects of DHS. The Service also responded to queries on the protection, use, and disclosure of critical infrastructure information submitted to DHS. Anticipating the subsequent intense demand for information and analysis on new or expanded programs related to homeland security, CRS reported on such questions as emergency management funding,

federal disaster recovery programs, and federal assistance programs aiding state and local government in terrorism preparedness. Research specialists created a database identifying all legislative milestones tied to homeland security in the 13 appropriations bills, appropriations reports, and public laws.

Analysts provided close support to House and Senate committees considering modifications to state homeland security grants, which included analyses and projections of alternative risk-based formulas for allocating such grants, with special attention to the amounts each state would receive under the various proposed formulas. CRS also reported on federal assistance, funding, and business opportunities relating to federal homeland security activities.

CRS fielded a number of legal questions on the detention, rights, and trial by military tribunal of certain noncitizens suspected of being associated with terrorism. Attorneys answered questions about the roles and authorities of law enforcement and the intelligence community, investigative techniques, information sharing between the intelligence community and law enforcement, and criminal offenses that may be applicable to terrorist acts. They also addressed questions on the proposed PATRIOT II Act, specifically civil liberties aspects of the Act, prosecutions of terrorist suspects, and the Foreign Intelligence Surveillance Act and court decisions relating to it.

Analysts briefed Members and congressional staff and continued to work closely with key committees on issues related to terrorism: terrorism financing, the State Department’s list of designated terrorist organizations, terrorist motivations for suicide attacks, Al Qaeda and the Iraq war, and disincentives for the use of chemical and biological weapons.

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### **Bioterrorism and Public Health**

CRS specialists and analysts across several divisions worked as a team to support congressional staff and committees on issues related to protecting the public's health in response to the first full year of implementation of the Homeland Security Act (P.L. 107-296) and the Public Health Security and Bioterrorism Preparedness and Response Act (P.L. 107-188). CRS staff supported Congress by responding to requests for expertise and monitoring of activities within the new Department of Homeland Security and the Department of Health and Human Services. The team addressed issues of interest to Congress, including a smallpox vaccination program, smallpox vaccine compensation, and the public health system's ability to respond to health threats posed by chemical and biological agents.

### **Border and Transportation Security**

Congressional interest in border and transportation security issues remained high during the 108th Congress. The CRS border and transportation security team briefed committee staff, provided assistance with oversight hearings, and maintained a broad range of analytic reports. The Service responded to queries related to the FY2004 appropriations for specific components of border and transportation security: port security, aviation security, air cargo security, and Operation Liberty Shield.

### **Continuity of Congress**

CRS prepared a comprehensive assessment of both potential constitutional amendments and measures that could be implemented quickly, such as rules changes that would provide for emergency delegates in the Committee of the Whole and the prior designation of interim Members in the House of Representatives in the event of a catastrophic

attack on Congress. CRS experts assisted in planning for House and Senate hearings on constitutional amendments and on proposed legislation requiring expedited conduct of special elections in the event of the death or incapacitation of large numbers of Members of Congress.

*Homeland security and terrorism remained key issues for the Congress. To assist Congress, CRS continued its Service-wide, coordinated response that drew upon a wide range of expertise.*

### **Critical Infrastructure Security**

CRS provided a wide range of support to Congress on the issue of access to and restrictions on scientific data in the homeland security context, drawing on its expertise in chemistry, biology, physics, political science, government reform, and information technology. An interdivisional team of CRS experts addressed congressional issues and legislation pertaining to security and protection of assets critical to U.S. infrastructure: communications systems, oil and gas pipelines, electrical power grids, and highway systems. Team support included in-person briefings and witness lists for hearings.

### **Immigration and the Department of Homeland Security**

The CRS immigration team analyzed how legislation to create the Department of Homeland Security (DHS) related to both existing legislation to restructure the Immigration and Naturalization Service (INS) and to the role of the

Department of State and the Department of Justice in issuing visas. CRS immigration specialists worked closely with the Service's homeland security teams in cross-cutting analysis. The immigration team participated in Member and staff briefings and reported on guest workers, H-1B and L visas, the inclusion of immigration provisions in the free trade agreements, and other issues concerning temporary workers. The Service also prepared analyses examining consolidation and reorganization within DHS and studies on detention and search authority, the integration of illegal aliens into local communities, and citizenship benefits for aliens serving in the U.S. armed services.

#### **Legal Ramifications of Anti-terrorism Enforcement**

CRS attorneys provided legal analysis concerning the constitutional ramifications of the use of military tribunals for trying noncitizens associated with terrorism. Attorneys worked extensively with Members and committees in both chambers on a wide range of issues relating to terrorism, including the USA PATRIOT Act (P.L. 107-56), the Foreign Intelligence Surveillance Act (P.L. 95-511), and the role of the Federal Emergency Management Administration (FEMA).

#### **Other Issues of Concern in FY2003: Transition from 107th to 108th Congress**

Although terrorism and related concerns were a major focus of congressional concern, other domestic as well as other international issues saw congressional action in the period between the end of the 107th Congress and the First Session of the 108th Congress.

#### **Appropriations and Budget**

The CRS appropriations team continued its collaborative efforts in tracking the FY2004 appropriations bills,

including updating the CRS appropriations status table. CRS provided analysis and legal expertise on a number of appropriations and budgetary issues such as public law restriction on foreign assistance funds to combat HIV/AIDS, the effect of a provision of the Iran Nonproliferation Act that prohibits payments to Russian companies for work on the International Space Station, and the effect of a provision of the Farm Security and Rural Investment Act on funds for the Commodity Credit Corporation's bioenergy program. CRS research specialists created detailed guides to the FY2003 consolidated appropriations measure in order to create listings of difficult-to-find provisions in this 3,000 unnumbered-page document.

### ***The CRS appropriations team continued its collaborative efforts in tracking the FY2004 appropriations bills.***

#### **Bankruptcy**

While bankruptcy reform legislation remained stalled, CRS continued to provide background and coverage of proposals of interest to the Congress, including revising its primer on liquidation and reorganization under U.S. bankruptcy law, bankruptcy provisions for family farms, and handling of employee benefits in bankruptcy proceedings.

#### **Central Asia**

Since September 11, 2001, the Congress has shown interest in strengthening relations between the United States and countries in Central Asia. Analysts kept Members and committees abreast on Central Asian security, cooperation with the United States, oil and gas development, and human rights.

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### **Congressional Process and Procedure**

Legal questions for CRS attorneys from the Congress covered a wide range of issues: the Government Accounting Office authority to obtain information from the Vice President, the constitutionality of Senate filibusters of judicial nominations, application of the Madison Amendment to automatic annual adjustments to congressional salaries, the application of the Privacy Act of 1974 (5 U.S.C. 552a) to disclosures of information to Congress, proposed amendments to the Congressional Accountability Act of 1995 (2 U.S.C. 1301, note), and constitutional considerations raised by a proposal to expand the jurisdiction of the Capitol Police.

### **Election Reform**

With the enactment of the Help America Vote Act (P.L. 107-252), CRS experts worked closely on implementation issues, redesigned the full range of active products on election reform, and provided legislative support with frequent briefings and memoranda examining the various mandates incorporated in the Act.

### **Federal Employee Retirement**

Late in 2002 the Office of Personnel Management (OPM) found that the value of Postal Service payments to finance benefits for its employees was approaching the value of projected future retirement benefits and that ultimately the Postal Service would pay substantially more into the retirement and disability fund than would be needed to fund future benefits. CRS provided the Congress with a legislative history of retirement benefits for Postal Service employees, explained the reasons for the overfunding, and analyzed provisions of both House and Senate bills. The Congress worked with OPM to draft legislation providing for reduced Postal Service contributions to meet the intended

goal. In April the Postal Civil Service Retirement System Funding Reform Act of 2003 (P.L. 108-18) was enacted.

### **Firearms and Gun Control**

Numerous issues of interest to the Congress were the subject of CRS legal research, including regulation of firearms possession by mentally ill individuals, antique firearms, the Assault Weapons Ban, and proposals to prohibit lawsuits against firearm manufacturers and dealers.

### **Health Law**

As a result of the outbreak of severe acute respiratory syndrome (SARS), the Congress called upon CRS to review federal and state jurisdiction and quarantine authority during public health emergencies. Other congressional inquiries pertained to physician disclosure requirements under state law and prescription drugs.

### **Higher Education**

A team of CRS experts provided support during congressional consideration of the Higher Education Act (HEA) early in the First Session of the 108th Congress. Analysts reported on each of the major HEA programs as well as key reauthorization issues such as college cost, institutional eligibility to participate in student aid programs, and simplification of the process for determining student financial need for federal aid. CRS prepared computer estimation models to examine changes in award rules, simplification of need analysis, and the interaction between federal education tax credits and the Pell Grant program.

### **International Finance**

Congress looked to CRS for hearing support and help with legislation markup during reauthorization of the



International Development Agency (IDA) of the World Bank. Other work included analysis and briefings as the Congress considered the history and issues surrounding the Basel Committee for Bank Supervision's new international accord.

#### **Labor Law**

The 108th Congress addressed numerous labor law issues, such as workers' compensation for recipients of the smallpox vaccine who suffer adverse reactions and the availability of workers' compensation for volunteers working at the World Trade Center site after the September 11, 2001, terrorist attacks. CRS attorneys addressed these concerns as well as the issue of whether ULLICO, a holding company for the Union Labor Life Insurance Company and various subsidiaries, violated the Employee Retirement Income Security Act or the Labor-Management Reporting and Disclosure Act.

#### **Legislative Procedure**

Analysts assisted newly elected Members of the House of Representatives at early organizational meetings at the Williamsburg "Legislative Issues and Procedures: CRS Seminar for New Members" and met personally with Members and staff. These activities supported the development of Members' procedural capabilities and also conveyed concrete information for use in the committee assignment process. Once the First Session began, a notable focus was questions related to Senate consideration of judicial nominations, including the development of formal and informal Senate procedures for consideration of nominations and Administration proposals for change, especially revision of the cloture rule.

*I think orientation programs are extremely helpful for getting my feet on the ground and understanding Congress. The fact that the family could also participate made it that much better.*

*—Representative Chris Bell, January 2003*

#### **Medical Malpractice Insurance and Liability**

CRS economists assisted Members and staff in responding to sharp rises in the costs of medical malpractice insurance. Analysts addressed the role of the federal government in insurance regulation and the basic economics of medical malpractice insurance. They also provided an analytical review of previous cyclical experiences in the insurance industry, the specific issue of the limited antitrust exemption available to insurers, and patient safety initiatives. Congress asked CRS to examine H.R. 5, the malpractice liability bill, concerning caps on punitive damages and noneconomic damages in the laws of the 50 states. Attorneys analyzed a proposed amendment to a bill that would provide immunity from medical malpractice liability to hospital and emergency departments who treat uninsured individuals pursuant to the Emergency Medical Treatment and Active Labor Act (EMTALA, P.L. 99-272).

#### **Medical Privacy**

When requirements mandated by the Health Insurance Portability and Accountability Act of 1996 went into effect in April 2003 (P.L. 104-191), CRS provided frequent legal

consultation. Congress requested several briefings on the Freedom of Information Act (5 U.S.C. 552) and helped revise a citizen's guide to using this Act as well as the Privacy Act of 1974 to request government records.

### **NATO**

Administration efforts to persuade the allies to support its Iraq policy led to congressional inquiries on why the allies, led by France and Germany, opposed the war with Iraq. CRS European regional analysts responded to these inquiries and provided support as the Senate debated NATO enlargement.

### **Nominations**

CRS prepared background materials for use during hearings on nominations for the Director of the Congressional Budget Office, the Secretary of the Treasury, the Chairman of the Securities and Exchange Commission, and the head of the Council of Economic Advisers. The Service also supported hearings on ambassadorial nominations as well as confirmation hearings for senior executive officials in the State Department and related agencies.

### **Russia**

Analysts worked with the Congress as it addressed Russian assistance to Iran's nuclear program, Russian interests in and policy regarding Iraq, the situation in Chechnya, and the stresses on democracy in Russia.

### **Securities Law**

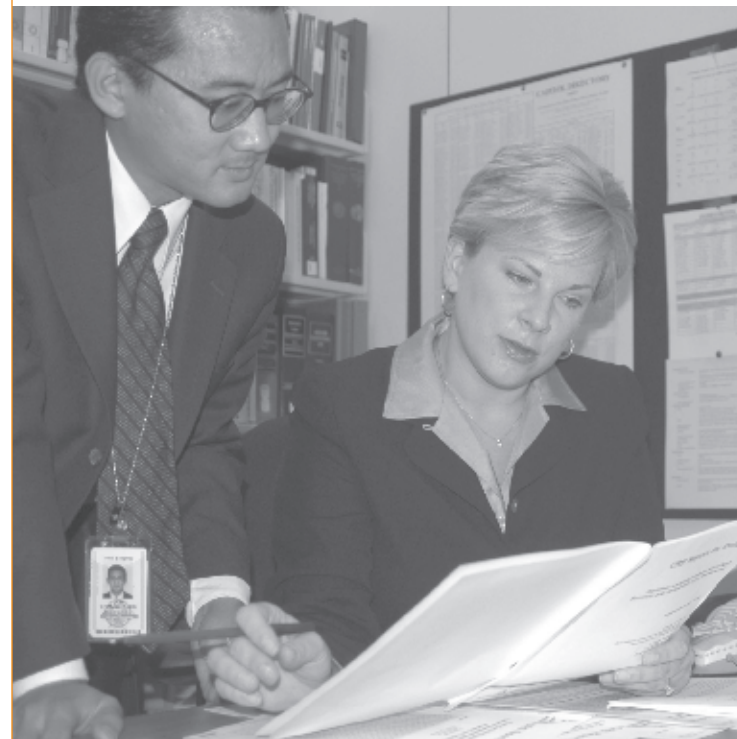
CRS responded to congressional inquiries for assistance with proposed legislation to correct problems caused by corporate wrongdoing. CRS reported on these concerns as well as on the possible amendment of the Sarbanes-Oxley Act of 2002 (P.L. 107-204).

### **Southeastern Europe**

As the Congress sought certification that Serbia has made progress in respecting human rights and has cooperated with the war crimes tribunal in The Hague, Members turned to CRS for assistance. Analysts examined the pros and cons of Serbia's record and the levels of foreign aid at issue.

### **Taxation and Public Finance**

When the President announced his tax cuts for economic growth CRS economists prepared ongoing evaluations of the proposal as the bill was amended and moved through the legislative process toward eventual enactment as the Jobs and Growth Tax Relief and Reconciliation Act of 2003 (P.L. 108-27). The re-emergence of deficit



spending required critical evaluations and analyses of the complexities of the federal debt limit and the growth of federal spending and taxation in historical context. CRS provided analyses on the effects of dividend relief proposals offered in H.R. 2, including the potential impact of a preference pass-through limit and the effects of dividend relief on the stock market. Analysis of the proposed Charitable Giving Act of 2003 (H.R. 7) included estimates of the effects of nonitemizers' deduction on charitable giving and a study of proposals that would have allowed administrative costs to be included in the minimum distribution requirements for foundations.

### **Unemployment Compensation**

The federal-state unemployment compensation program has been in place since 1935 to provide financial support for jobless workers. During periods of economic decline, such as the period beginning March 2001, Congress has often passed federally funded temporary extended benefit programs to buttress the unemployment compensation program. CRS analysts supported the Congress as it extended these benefits from December 2002 through December 2003 with in-person briefings during debates and markup sessions, through extensive analysis of issues pertaining to the legislation, and by helping to track both unemployment compensation and benefit extension legislation.

### **Mid- to Late Session Issues: 108th Congress**

#### **Air Force Aerial Refueling Modernization**

To support the debate on whether 100 KC-767 tanker aircraft should be leased from the Boeing Company, analysts developed written products assessing the issue and providing possible funding alternatives.

### **Antitrust Law**

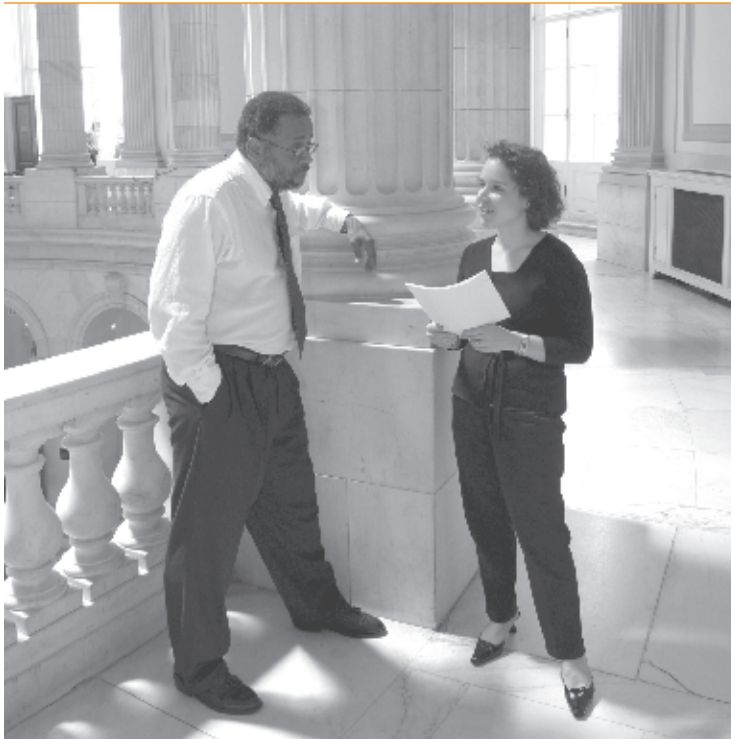
CRS provided legal expertise on issues concerning price fixing, insurance law (application of the McCarran-Ferguson antitrust exemption to the business of insurance), resale price maintenance, exemptions from the antitrust laws, monopoly and monopolization, the Federal Trade Commission and its authority, and the Robinson-Patman Act (15 U.S.C. secs. 13, 13a, 13b, 21a) and price discrimination. Other antitrust issues addressed were prescription drug pricing, scholarship and early admissions in higher education and two National Football League practices (antitrust implications of the NFL's three-year eligibility rule and antitrust considerations in the operation of the Bowl Championship series). In addition, numerous briefings were conducted on merger review in the energy industry.

### **China and Taiwan**

As the Congress addressed China's policy of pegging its currency to the U.S. dollar and the impact on the U.S. economy, CRS analysts prepared an interdivisional report on China's currency peg and conducted multiple briefings. The Congress also asked for help in analyzing the defense spending of both the People's Republic of China and Taiwan.

### **Consumer Law**

CRS provided legal expertise through briefings, consultation, and analyses of key legal issues during development of legislation to amend the Fair Credit Reporting Act (15 U.S.C. sec. 1681 *et seq.*). Analysts were also active in advising congressional staff on the underlying legal issues and latest developments concerning the Federal Trade Commission's implementation of the "Do-Not-Call" registry, the judicial decisions invalidating the rule, and the congressional response.



### **District of Columbia Voting Representation in Congress**

CRS prepared a comprehensive analysis of options and participated in briefings when interest grew in the Congress to provide the District of Columbia with voting representation while avoiding the lengthy process required by a constitutional amendment.

### **Fair Credit Reporting Act and Financial Privacy**

Beginning in April 2003 a team of analysts with economic and legal expertise provided analyses and information concerning several options for the Fair Credit Reporting Act that was nearing expiration. The team examined the role of information in lending and the costs of privacy restrictions,

comparative mobility statistics among nations with differing financial information systems and privacy laws, and alternatives for “opt-in” and “opt-out” regimes in the use of financial data. CRS also provided analysis of draft legislation relating to the use of Social Security numbers, identity theft, exchange of health and other personal information, and the impacts of proposed annual free credit reports and credit scores.

### **Fannie Mae and Freddie Mac Regulation**

Analysts assisted Members and staff following the June 2003 announcement of potentially severe problems of corporate governance at these government-sponsored enterprises. Assistance included analyses of Fannie Mae and Freddie Mac exemptions from registration and disclosures that publicly held companies are required to file with the Securities and Exchange Commission, as well as information on accounting irregularities revealed at Freddie Mac. As the Congress responded with legislative proposals, CRS prepared a series of briefings on regulatory reform options.

### **Government Procurement**

The ongoing congressional interest in domestic content requirements for products procured by the U.S. government was heightened at mid-Session. CRS attorneys and analysts worked on procurement issues associated with the war in Iraq and reconstruction, OMB Circular A-76 on outsourcing policy, and Buy America Act (41 U.S.C. secs. 10a-10d) requirements.

### **Israeli-Palestinian Dispute**

CRS responded to congressional interest in new U.S. initiatives in the Middle East, including the “roadmap to peace” for Israel and the Palestinians, the Middle East

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Partnership Initiative, and a proposed U.S.-sponsored Arabic language television network.

*The third issue is whether we believe that the peaceful options have been exhausted. Again, I quote from two unimpeachable sources. The first is the Congressional Research Service of the United States Congress, which said . . .*

*—Representative Jim McDermott,  
February 27, 2003*

#### **Liberia**

In July and August several Members of Congress expressed concern about the situation in Liberia, as a civil war caused mounting civilian casualties and a small U.S. force was briefly deployed. CRS provided telephone consultation and briefings for these Members.

#### **Social Security**

Congressional concerns about the number of unauthorized aliens residing in the United States and a possible totalization agreement with Mexico promoted interest in the eligibility of noncitizens for Social Security benefits. CRS worked with committees to analyze foreign social security systems and totalization agreements that serve to coordinate benefits for workers who earn credits under both the U.S. and a foreign social security system. Other issues where

support was requested were development of safeguards to protect Social Security and Supplemental Security Income recipients and Social Security reform plans, some of which include the creation of personal accounts. CRS also responded to legal questions on privacy issues concerning Social Security numbers.

#### **South Asia**

U.S.-India and U.S.-Pakistan relations were the subject of congressional inquiries, as were the anti-terrorism role of these two countries, Pakistan's domestic political developments, and the importance of the region in general to U.S. interests.

#### **South Pacific**

CRS analysts reported on amendments to the Compact of Free Association between the United States and the Marshall Islands and Micronesia and briefed Members on consequences for State and Interior Department appropriations.

#### **Temporary Foreign Workers**

Although the September 11, 2001, terrorist attacks dramatically altered the priorities of U.S. immigration policy in the 107th Congress, proposals for a guest worker program and other legislative options for foreign workers, most notably foreign temporary professional workers (known as "H-1B" workers), reemerged in the 108th Congress. Two related issues intensified during the First Session: the alleged misuse of intracompany transfers (L visas) and the inclusion of immigration provisions for temporary workers in the Free Trade Agreements (FTAs) with Chile and Singapore. The CRS immigration team participated in Member and staff briefings, prepared customized

memoranda, and created a series of reports on guest workers, H-1B and L visas, the inclusion of immigration provisions in the FTAs, and other temporary worker issues.

### **Transnational Crime in Europe**

Both chambers indicated concern that organized crime was undermining several democracies in Central and Eastern Europe. CRS provided briefings and memoranda on the issue to congressional staff and advised staff on structuring a hearing.

### **Issues Addressed Generally Throughout FY2003**

#### **Abortion and Cloning Issues**

CRS provided legal assistance on controversial legislation related to the regulation of abortion. Two measures that received significant congressional attention included the Partial-Birth Abortion Ban Act (P.L. 108-105) and the Unborn Victims of Violence Act (H.R. 1997, S. 146, S. 1019). Attorneys analyzed the legal effect of the proposed Abortion Nondiscrimination Act, which entailed examining abortion conscience clause laws, and analyzed provisions in the major bills of proposed cloning legislation also debated in the Congress.

#### **Administrative Law and Congressional Oversight**

Congressional authority to hold hearings and engage in general oversight of ongoing agency rulemaking proceedings was a topic of some interest among Members. CRS attorneys addressed this issue and also worked on administrative law and inspector general issues concerning the Department of Homeland Security.

### **Afghanistan**

Following the ouster of the Taliban Regime and Al Qaeda in Afghanistan, CRS work focused on the postwar humanitarian and reconstruction needs of the country and issues related to international stabilization and peacekeeping forces.

### **Africa**

The Congress called on CRS for support in monitoring issues including U.S. assistance to Africa, the diamond trade with countries in conflict, the African Union, and the situations in Nigeria, Sudan, and several other African nations.

### **Agriculture**

CRS continued to support the legislative and oversight work of the Congress on a wide array of issues associated with federal food and farm policy. This encompassed agricultural research, farm commodity programs, domestic and international trade and aid, food issues, soil and water conservation, farm income and credit, and rural development. Analysts worked closely with authorizing and appropriations committees and individual Members throughout the year on complex and often controversial bilateral and multilateral agricultural trade negotiations and related implementing legislation. The war on terrorism heightened congressional interest in food security, bioterrorism, and international food aid. The Service responded with research products, briefings and seminars, and entries in the electronic briefing book on agriculture policy.

### **Banking Law**

Throughout the fiscal year there was heightened interest in the Congress in financial privacy resulting from increased attention to identity theft and the question of whether the Fair Credit Reporting Act (P.L. 91-508, Title 6, sec. 601,



84 Stat. 1128, 15 U.S.C. sec. 1681 *et seq.*) preemption of various state privacy laws should be renewed. CRS attorneys reported on various financial privacy issues and on state laws respecting interaffiliate sharing of customer information as well as on the customer identification programs mandated for financial institutions by the USA PATRIOT Act.

*CRS helps with research on nearly any topic. They can talk through issues, help review legislation. Congress would not be the same without the valuable service they provide.*

*—Representative Joseph R. Pitts, May 22, 2003*

#### **Campaign Financing and Elections**

Following the enactment of the Bipartisan Campaign Reform Act in 2002 (P.L. 107-155), CRS continued to follow the constitutional challenges to the law and kept the Congress abreast of developments. Toward the end of the summer the California recall election heated up. CRS attorneys followed the cases challenging the recall and continued to report on developments.

#### **Capitol Security and Congressional Administration**

Analysts worked with the Congress throughout the fiscal year during the legislative branch appropriations process providing assessments of legislative branch programs, budgets, and functions. A number of congressional inquiries pertained to Member pay. Capitol Hill security and the

safety of the Capitol complex continued to prompt studies to examine the capabilities, funding, employment, and jurisdiction of the U.S. Capitol Police; address issues related to the rationale, funding, construction, and oversight of the Capitol Visitors' Center; analyze the impact of emergency terrorism supplemental appropriations on various legislative branch security projects, and study jurisdiction of congressional officers over Capitol security.

#### **Child Care**

The Congress continued to confront child care issues as it considered both welfare and child care reauthorization legislation. Central points of the reauthorization debate were the adequacy of funding levels for child care, the issue of child care quality, and the relationship between the federal child care block grant to Head Start and state preschool initiatives. CRS analysts maintained close contact with relevant committees and provided legislative support including calculating state allocation levels under various funding scenarios and tracking legislative and appropriations activities relevant to child care.

#### **Child Nutrition**

CRS assisted Senate committees during reauthorization of feeding and child nutrition programs. Analysts also conducted several bipartisan committee staff briefings for both chambers, provided background on the programs and information on related nutrition issues, and reviewed drafts of legislation.

#### **Child Welfare**

Analysts assisted the Congress in the development of a legislative proposal in response to an Administration initiative to reform the current structure of child welfare

financing. Work included describing and analyzing implications of the initiative. CRS also prepared summaries and analysis of various proposals during reauthorization of the Adoption Incentives program.

### **Church and State**

Public aid to faith-based organizations, school vouchers, and the challenge to the Pledge of Allegiance phrase “under God” were issues for which the Congress sought CRS assistance.

### **Civil Rights Law**

Civil rights issues drew congressional attention to education, housing, and workforce development. CRS provided legal analyses and briefings during a controversy over federal civil rights coverage of providers of supplemental education services to local education agencies according to the No Child Left Behind Act of 2001 (P.L. 107-110). The Service also responded to congressional inquiries regarding civil rights in the Supreme Court’s decision upholding HUD’s “One Strike Policy” for evicting public housing tenants for drug-related offenses and the Court’s decision relating to affirmative action and the rights of homosexuals.

### **Civil Service**

CRS provided legal advice on civil service reform proposals that could amend many of the protections presently granted to civilian employees of the Department of Defense and prepared a comparison of various versions of the proposals with existing law.

### **Constitutional Law**

Constitutional issues occupied the Congress throughout the fiscal year, with CRS attorneys responding to concerns such as freedom of speech regarding material on the Internet or

in video games, the constitutionality of requiring marks or notices on sexually-oriented e-mail advertisements, and interpretation of the First Amendment.

### **Copyright Law**

Adapting U.S. copyright law to emerging technologies and increasing globalization continued to bring challenges to the Congress. CRS kept Members informed on how the courts were applying old law in new contexts and advised congressional offices on pending legislative proposals. The Service also assisted with legal issues that have emerged under recent enactments, such as the Digital Millennium Copyright Act (P.L. 105-134), the Sonny Bono Copyright Term Extension Act (P.L. 105-298, title 1), and the Fairness in Music Licensing Act (P.L. 105-298, title 2).

### **Criminal Justice**

CRS provided briefings and reports to the Congress as it deliberated on postconviction DNA testing, phasing out the requirement that federal agencies purchase products through Federal Prison Industries, and reduced law enforcement funding in FY2004.

### **Defense Policy and Budget**

The Congress sought analytical assistance from the Service on a range of defense issues: budget priorities and program oversight, increases in medical and retirement benefits, acquisition preferences for “Buy America,” costs and funding levels of military operations in Iraq and Afghanistan, and long-term defense policy, especially regarding the role of U.S. military intelligence in fighting international terrorism and bolstering homeland security. As the Congress considered Department of Defense budget legislation and that agency’s emergency supplemental spending, CRS

supported authorizing and appropriations committees in both chambers examining these complex budget bills. CRS worked with the Congressional Budget Office and the General Accounting Office to help estimate the cost of the Iraq military operation and to track Department of Defense spending programs, including the many new U.S. programs to fight terrorism.

### **Domestic Relations and Child Abuse**

The Service analyzed a variety of issues regarding state and federal domestic relations law, including same-sex marriages and the Defense of Marriage Act (P.L. 104-199), elder abuse, child custody, and child support enforcement. Child abuse issues for which assistance was given included federal laws governing the interstate movement of children, the public disclosure of child abuse and neglect records under the Child Abuse Prevention and Treatment Act (P.L. 107-294), enforcement of child welfare requirements under federal civil rights statutes, ethnic adoption, the applicability of federal child abuse reporting laws to professionals in facilities receiving federal funds, and the potential liability of the National Center for Missing and Exploited Children for its involvement in conducting background checks.

### **Economic Conditions**

The state of the economy was at issue throughout the fiscal year. CRS economists continued a regular series of seminars on the state of the nation's economy as well as customized briefings for committee staff in preparation for the semiannual monetary policy hearing with the chairman of the Federal Reserve Board. Analysis of macroeconomic issues of concern to Congress included a retrospective assessment of the economic effect of the terrorist attacks of September 11, 2001, and studies on the recent boom in

housing prices and the possible economic consequences of housing price bubbles, central bank independence and its connection to economic performance, and the issue of renewed deficit spending and growth of the national debt. Other studies included examinations of lagging employment indicators—the so-called jobless recovery, comparisons with previous economic cycles, changes in productivity growth, and the importance of saving and investment to future economic growth. Increased congressional interest in rising federal deficits and a growing trade deficit generated analyses of the effect of deficits on interest rates, proposals to reintroduce the 30-year bond; and, in trade and foreign exchange areas, assessments of the strength of the dollar.

*Analysis of macroeconomic issues of concern to Congress included a retrospective assessment of the economic effect of the terrorist attacks of September 11, 2001, studies on the recent boom in housing prices, and the issue of renewed deficit spending and growth of the national debt.*

### **Economic Sanctions**

Congressional inquiries led to CRS support on sanctions related to terrorism, trade, China, North Korea, and countries seeking chemical, biological, and nuclear weapons capabilities. Analysts also reported on U.S. travel restrictions for American citizens.

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### **Energy: Policy, Infrastructure, Security, and Reliability**

Omnibus energy legislation provided the focus for congressional energy action throughout the fiscal year. CRS tracked the energy bill and prepared an overview to provide a framework for understanding the debate. After both Houses passed legislation, CRS assisted with comparison of the bills. Energy analysts responded to numerous requests for assistance in the areas of motor vehicle fuel economy, possible oil and gas leasing in the Arctic National Wildlife Refuge, subsidies for a proposed Alaska natural gas pipeline, alternative fuels, nuclear accident liability, and global climate change.

Security and reliability of the nation's energy infrastructure continued to remain an issue of concern to the Congress, especially after the electricity blackout in the northeastern and midwestern sections of the United States in August 2003. CRS reported on reliability in the nation's electrical grid and other issues through its electronic briefing book on electric energy restructuring.

The war in Iraq heightened concerns about Middle East petroleum supplies and oil price spikes. CRS reported on the potential impact of the Iraq situation on world oil supplies and on U.S. options for short-term response to oil disruptions before the war and kept Congress updated as the situation unfolded.

### **Environment**

Throughout the First Session in FY2003 CRS analysts supported Members of Congress on a variety of issues as they attempted to balance infrastructure needs with environmental protection, including possible streamlining of environmental requirements in transportation processes; reviewing proposed modifications of major environmental laws affecting military bases; and monitoring interstate

waste shipments, especially deliveries from Canada to the United States. The Service also assisted in addressing environmental issues in proposed new trade agreements, infrastructure and chemicals issues related to homeland security, environmental and technology issues in the comprehensive energy bill, leakage from underground storage tanks, and Superfund and brownfields issues, including tax concerns. Other active issues during the year were energy bill provisions affecting vehicles, fuels, and climate change as well as environmental provisions of the U.S.-Singapore and U.S.-Chile Free Trade Agreements.

***CRS analysts supported Members of Congress on a variety of issues as they attempted to balance infrastructure needs with environmental protection.***

### **Ethics**

In response to numerous requests, CRS prepared reports on congressional intervention in the administrative process and on potential conflicts of interest with previous employment affiliations for persons entering the executive branch of government.

### **Federal Budget Process**

CRS experts continued to provide support to Members and committees during consideration of major budget legislation for the impending fiscal year 2004 budget cycle, including the annual budget resolution, a tax reconciliation act, other revenue bills, legislation increasing the public debt limit, and annual appropriations measures. Research

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support covered such topics as discretionary spending limits and the “pay-as-you-go” requirement; budget procedures in executive agencies, including the reprogramming and transfer of funds; proposals to reform procedures governing “earmarking” and unauthorized appropriations; and procedures for the selection of a new director of the Congressional Budget Office.

### **Financial Services**

CRS analysts provided assessments of proposed regulatory relief for depository institutions, the growth in banking activities of industrial loan companies, and changes to improve the efficiency of check-clearing procedures. Analysts studied implementation issues surrounding the Terrorism Risk Insurance Act of 2002 (P.L. 102-297) and the state of the insurance marketplace since the enactment of this Act. CRS also addressed accounting reforms post-Enron, pension plan disclosure proposals, and issues and events related to securities fraud and corporate governance failures.

### **Foreign Affairs Authorization and Appropriations**

The Service prepared tracking reports on the FY2003 and FY2004 Commerce, Justice, and State Department appropriations, as well as FY2004 foreign aid and foreign relations appropriations and FY2003 emergency supplemental and the FY2004 Iraq supplemental appropriation bills. Specific foreign assistance issues addressed were population assistance, the Millennium Challenge Account, the Peace Corps, and U.S. aid to countries of the former Soviet Union.

### **Global Health Issues**

Analysts continued to keep the Congress apprised on U.S. global health priorities in the foreign aid budget; the Global Fund for HIV/AIDS, Tuberculosis, and Malaria; and the

international response to the SARS epidemic. The Global Fund was also the topic of a CRS seminar at the beginning of the fiscal year.

*The Congressional Research Service, which is about as nonpartisan as you can get, states that the maximum Federal cost will be . . .*

*—Senator John E. Sununu, June 10, 2003*

### **Grant Law**

As the Congress continued to address issues related to the terrorist attacks of September 11, 2001, CRS provided legal expertise in response to queries on grant programs: the legality of the Social Security Administration’s treatment of certain disaster-related grants for housing near the World Trade Center and legal issues surrounding the improvement of various first responder grant programs recently moved to the Department of Homeland Security.

### **Gun Control**

Several gun control issues were on the congressional agenda throughout the year: a bill prohibiting law suits against firearm manufacturers or dealers that would punish them for unlawful or criminal use of their products by other people and a bill exempting certain law enforcement officers from state laws prohibiting the carrying of concealed firearms. CRS analyzed these and other issues, including the sunset of the semiautomatic assault weapons ban and the same-day destruction of Brady background check records.

### **Head Start**

CRS responded to a heavy request load on issues related to the reauthorization of the Head Start program as a result of the legislative debate over an Administration proposal to allow states the option of administering Head Start rather than the current federal-local system.

### **Hospitals and Physicians**

The Service provided information on supply of hospital beds, hospital utilization, physician supply, and durable medical equipment.

### **Human Resources**

The Congress considered several human resources transformation initiatives offered by executive branch agencies, including a Department of Defense proposal to change the human resources management system for civilian personnel. Other human resources proposals were debated for the Securities and Exchange Commission and the National Aeronautics and Space Administration. CRS created a series of reports analyzing these proposals for use by the Congress in responding to executive branch agency requests for exceptions to existing statutory personnel management requirements.

### **Indian Law**

CRS assisted with analysis and taxation of Indian gaming; employment rights of tribal employees on gaming sites; Indian trust fund cases; the ability of tribes to sell gas and tobacco tax-free; federal taxation of Indians and Indian tribes; rights of non-Indian parents of Indian children in divorce, custody, or adoption proceedings; applicability of the Davis-Bacon Act of 1996 to tribal contractors under the Native American Housing Assistance and Self-Determination Act

of 1996 (P.L. 104-330); authority of the Department of the Interior to operate Indian schools using non-tribal contractors; and the development of energy on lands owned by tribes.

### **International Crime and Drug Control**

CRS supported the Congress with analysis, information, and hearings support on international crime and narcotics control issues, including international crime policy and programs, human trafficking, and the narcotics situation in Colombia and the Andean region.

### **Judicial Appointments Process**

The judicial appointments process remained an area of controversy and congressional interest. CRS analysts





responded to frequent inquiries by developing an extensive database that tracked the nominations to federal circuit and district courts since 1941. The database was used widely by congressional clients as debate continued over the expediency of Senate action on judicial nominations. CRS also produced several statistical reports and analysis of the appointment process for justices of the Supreme Court, an issue that could be of congressional interest at any time in the future.

### **Korean Peninsula**

Concerns about North Korea's nuclear weapons program resulted in CRS reports, hearing support, and briefings on sanctions in North Korea, U.S. assistance, and the Korean political situation. CRS provided in-depth analysis of North Korea's developing nuclear capability and examined the relationships between Pyongyang and the United States, China, and other countries in the region.

### **Latin American and Regional Issues**

CRS assisted the Congress regarding the Administration's effort to stabilize Colombia and the surrounding region through the Andean Regional Initiative. The Service also monitored the situations in other Latin American countries, such as Venezuela, as well as Cuba, Mexico, and Haiti.

### **Legislative Procedure**

CRS prepared a report analyzing the history and use of resolutions of inquiry in the House of Representatives to obtain information from the executive branch. Several of these seldom-used measures were introduced in the First Session, and the Service provided technical support and advice to committee staff when a hearing was held on the proposed resolutions.

### **Long-Term Care**

Some states have initiated improvements in their long-term care systems to respond to the growing need for home- and community-based care for the aging population and people with disabilities. CRS began a study of 10 state long-term care systems, funded in part from private and other public funds, with the objective of preparing a series of reports for the Congress on strategies states are pursuing to change their long-term care systems. Six studies were completed this fiscal year—Arizona, Florida, Illinois, Oregon, Pennsylvania, and Texas.

### **Medicare and Prescription Drugs**

Medicare legislation was the focus of considerable congressional deliberation. Both Houses passed versions of Medicare reform. CRS provided support for three major issues that continue to dominate the debate: the role of private insurers in the overall structural reform of the program, the addition of prescription drugs to the program's covered benefits, and the extent to which payments to providers of health care services should be increased in future years.

***CRS provided support for major issues that continue to dominate the prescription drug debate.***

CRS analyzed specific issues within these broad areas, such as drug pricing policies for a new benefit as well as the interaction between a new Medicare drug benefit and coverage under Medicaid and state pharmaceutical assistance programs. Experts estimated the actuarial value of alternative drug benefit packages, the size of a federal contribution, the beneficiary premium, and potential enrollment of alternative

Medicare managed-care plans. The Service also determined the effects of alternative cost-sharing arrangements of prescription drug plans on Medicare beneficiaries.

### **Middle East**

In addition to its work on Iraq and U.S. initiatives in the Middle East region, CRS continued to support congressional interest in Iran's nuclear program, Israel's security fences, and U.S. aid to the Middle East and monitored developments in several Middle Eastern countries.

### **Military Manpower Management**

Among other manpower issues, the Service examined the impact of using the military reserves and the national guard

to fight in Iraq, the consequences of using these forces in anti-terrorism efforts in general, and the effects of these proposed policies on force structure as well as on individuals who are activated for extended periods of time.

### **NATO and European Security and Defense Policy (ESDP)**

The Congress expressed concern regarding Europe's growing interest in creating its own defense entities within the European Union through ESDP. The principal concern of Congress was that the Europeans develop improved military capabilities for use either in EU or NATO missions. In response CRS prepared an analysis of the ESDP-NATO relationship.

### **Noncitizen Eligibility for Benefits**

The CRS immigration team expanded its database by completing a survey of state policies on noncitizen eligibility for major federal programs and conducting research on benefit usage by native, naturalized, and noncitizen residents. Through development of these databases and ongoing analyses, CRS supports legislative debates on welfare reform and health coverage that are likely to continue through the 108th Congress.

### **Northern Ireland**

Members of Congress continued to show interest in the Northern Ireland peace process, which was occasionally punctuated by violence. CRS supported the issue when Members drafted legislation on the International Fund for Ireland, to which the United States contributes as a means of improving employment possibilities in Northern Ireland and bolstering cooperation between the Republic of Ireland and Northern Ireland.





### **Postal Reform**

The rapid deterioration in the long-term financial condition of the United States Postal Service, caused in large part by the diversion of correspondence from mail to electronic communications, gained congressional attention in the 108th Congress. CRS provided the Congress with information and analysis on postal challenges and on the 15 legislative recommendations of the President's Commission on the United States Postal Service for changes to the Postal Service mission, governance structure, business model, infrastructure, and rate regulation.

### **Proliferation of Weapons of Mass Destruction**

CRS analysts examined the status of North Korea's nuclear weapons arsenal, its ballistic missile threat to the United States, and U.S. military options available for a

possible Korean crisis. Analysts also addressed U.S. threat reduction and nonproliferation programs in the former Soviet Union.

### **Space Program**

Immediately following the space shuttle Columbia disaster, the Congress called on CRS to research the accident and its policy implications. Analysts responded to numerous requests regarding the funding of NASA and the space shuttle and worked closely with House and Senate committees to address issues stemming from the accident, including the future of the space shuttle and of the U.S. space program.

### **Special Education**

Analysts provided ongoing assistance as the Congress considered reauthorization of the Individuals with Disabilities Education Act (IDEA, P.L. 105-17), including analysis of both the House and Senate bills and comparison with existing law. CRS support included written products, briefings, computer simulations of funding scenarios and proposals for state administrative set-asides, and estimates of the impact of possible alternatives for modifying IDEA fiscal requirements for state and local governments.

### **Taxation and Public Finance**

Economists examined bills that would expand charitable deductions, increase pension and IRA tax benefits, and eliminate export tax subsidies. CRS provided legal expertise on taxation spanning a variety of federal and state issues. Among them were estate tax repeal, gift taxes, federal taxation of Members of Congress, tax relief for members of the armed services, taxation of Internet transactions, the child tax credit, implications of lobbying and political activities of exempt organizations, and proposals to replace

the federal income tax. In public finance, CRS provided analysis and information of policy options concerning the budgetary treatment of federal credit (direct loans and loan guarantees), fiscal problems facing the states, and alternative uses of municipal bonds.

### **Telecommunications**

CRS assisted the Congress on a number of issues related to the Federal Communications Commission's modification of its major media ownership rules. Questions concerned the substance of the new rule, the effect of previous judicial decisions invalidating the FCC's rules, and available legislative responses to nullify the FCC's implementation of the rules. Other issues for which Congress sought CRS expertise were cable television rates and the fairness doctrine.

### **Tort Law**

The Congress had questions pertaining to tort law in matters relating to medical malpractice, firearms, and asbestos injury. CRS analyzed the caps in H.R. 5, the major medical malpractice bill and in state constitutions, and punitive damages and noneconomic damages in the laws of the 50 states. Other issues on the congressional agenda required CRS assistance with both the Protection of Lawful Commerce in Arms Act (H.R. 1036 and S. 659) and the Fairness in Asbestos Injury Resolution Act of 2003 (S. 1125).

### **Trade**

CRS responded to numerous requests for analysis from individual Members and committee staff for briefings and research on U.S.-Latin America trade, U.S.-Mexican trade, the causes and consequences of trade deficits, and the U.S.-Chile free trade agreement. Broader questions related

to free trade agreements, their impact on U.S. trade, and their implications for U.S. trade and labor policy. Proposed free trade agreements with Singapore and Chile as well as the U.S.-Central American free trade agreement were frequent topics. CRS also provided research and analysis on Russia's accession to the World Trade Organization (WTO), the U.S.-Moroccan free trade agreement negotiations, and the U.S.-Australian free trade agreement negotiations. CRS trade specialists briefed House and Senate committees on the Export-Import Bank and the WTO meeting in Cancun, Mexico.

### **Transportation**

As the Congress worked to reauthorize major surface and aviation transportation programs, analysts provided direct support to Members considering changes to the Transportation Equity Act for the Twenty-first Century (P.L. 105-178) and the Wendell H. Ford Aviation Investment and Reform Act for the Twenty-first Century (P.L. 106-181). Assistance included in-person consultation, briefings, and written support to keep the Congress informed on key elements of the debate, as well as research on the programmatic structure of federal programs in these transportation areas and on related safety and security issues.

### **United Nations and Peacekeeping Issues**

The Service reported on the U.N. and its subsidiaries, funding issues, U.N. resolutions on Iraq, the U.N. role in postwar Iraq, and the possibility of the United States rejoining UNESCO. A CRS electronic briefing book on U.N. action against terrorism was kept up to date, and the Congress was kept informed about the U.S. military role in peacekeeping and U.N. peacekeeping activities in general.

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### **Water Resources and Federal Land Management**

CRS assisted the Congress with analysis and information as it addressed a wide array of natural resource issues: water resource projects and management; endangered and invasive species; access to and management of federal lands for grazing, recreation, and other uses; fisheries and other ocean management issues, and natural hazard mitigation and response. The Congress requested expertise regarding proposals to drill for oil and gas in the Arctic National Wildlife Refuge, disputed rights-of-way across federal lands, regulation of wetlands, and management of forest resources.

### **Welfare Reform**

As the Congress continued to consider legislation to reauthorize the block grant program of Temporary Assistance for Needy Families (TANF), CRS analysts provided support through a wide array of products and services—briefings, review of bills for technical accuracy, statistical analyses of the impact on states of various proposals to change the current work requirements for welfare recipients, and development of a data system to describe state variation in TANF programs.

# Technology Initiatives

Among modifications to technology this fiscal year, CRS refined and increased its Web services in response to the growing needs of the Congress for electronic transfer of analysis and information. Improvements to the Legislative Information System (LIS) included redesign of search features and more timely updates. Security, reliability, and technical infrastructure were enhanced throughout the Service, and the Inquiry Status and Information System (ISIS) was further refined to keep pace with the changing needs of the Congress.

## Web Services

The CRS Web site now has an enhanced search engine designed to find and display the most relevant CRS material on initial results screens. CRS staff monitors the search terminology employed by clients most frequently and adjusts the system on a continuing basis to ensure that the

reports most related to those search requests appear before others.

Reflecting the growing use of video over the Web, CRS produced live Webcasts as well as video recordings of seminars on a variety of key legislative issues, including the

war in Iraq, the impact of tax reform, and the military personnel system. These seminars are also accessible at any time from the CRS Web site on the multimedia page and are edited with annotations allowing staff to directly access the portion of the program that covers topics of concern, without having to view a program in its entirety.

To obtain continuing feedback from users about its services, CRS consulted with its Hill-wide Web Advisory Group throughout the year and conducted a survey of users of its “Floor Agenda”

service, which lists the CRS products relevant to bills receiving floor action in the coming week.

## Legislative Information System (LIS)

The LIS retrieval system continued to provide Congress with accurate and timely legislative information in FY2003.





Congressional usage of LIS over the previous year increased approximately 20 percent.

Disaster recovery and security were high priorities. The LIS team moved the retrieval software to a more powerful server. The older server was moved to the Alternative Computing Facility (ACF) to be used as a disaster recovery server for the system. Work began to upgrade the LIS search engine to the latest version.

The LIS team worked closely with House and Senate technical staff and with staff of the Clerk of the House and Secretary of the Senate to ensure the reliable exchange of data. CRS formed Hill-wide working groups to discuss technical and exchange issues relating to the use of XML and began working with the Government Printing Office to make substantive corrections in the online version of the *Congressional Record*.

Because of the increasing importance of video technology, CRS managed a pilot project to create a repository of House hearings in digital video format. The LIS team worked with Information Technology Services at the Library of Congress and a group of technical staff from House committees to gather user requirements and discuss progress, and with the

House Recording Studio to test the capture of broadcast signals for the hearings. CRS designed the information architecture for the repository and developed Web forms to collect the necessary data for each hearing. At the conclusion of the pilot, CRS outlined the next steps for developing a production system and continues to work with the House to resolve policy issues and establish organizational roles for the next steps in creation of the repository.

In response to user requests and needs, the LIS team made a number of enhancements to the system, including the redesign of search pages for LIS databases through a user-centered design process. New bill displays were added, and plans were begun, for improved quality control through enhanced reports, e-mails, and logs of retrieval patterns. CRS created an 11-minute video, "How to Use LIS." The LIS team put the infrastructure in place to use electronic mailing lists for Hill-wide notices of daily updates to LIS data and advance notices of system downtime. The team continued to support users through LIS mail, answering more than 600 questions during the fiscal year.

*CRS refined and increased its Web services in response to the growing needs of the Congress for electronic transfer of analysis and information.*

CRS contributed to the LIS through its statutory obligation to prepare summaries of all versions of bills introduced in each Congress. Enhancements to this effort included the completion of a new system for creating and uploading these summaries to the Web, which enabled more efficient assignment and management of this workload.



CRS also prepared subject categorization of all bills and added links from specific status steps to their actual location in the *Congressional Record*. These links include Member statements upon introduction, floor debate on specific measures and amendments, and the text of bills and amendments when they are printed in the *Record*.

### **Security And Reliability**

Information security and system reliability continued to be a major focus of CRS technological support. The Service initiated a contract to review and enhance its security policies and procedures, enhanced log-on security required for its systems, improved management of servers and work stations to ensure that they had the latest security patches

and upgrades, acquired and installed additional fire walls to provide greater “defense in-depth,” continued vulnerability assessments, and developed an intrusion detection system. CRS worked with the Library to develop plans for backup systems to be located at the Alternative Computing Facility. When fully implemented, this facility will ensure CRS ability to serve Congress even if the Madison Building is unavailable.

### **Technology Infrastructure**

A key feature of CRS ongoing technology initiatives is upgrading its network, desktop systems, and support environment within the Service to better serve Congress. The Technology Office continued to upgrade the CRS technical infrastructure to improve its reliability and capacity to meet the research needs of the Congress. The infrastructure places emphasis on collaborative computing, quantitative analysis, internal security, and disaster recovery. Of note in the past year were ongoing upgrades of desktop computers, printers, and phones; improved responsiveness in solving trouble calls; enhancement of the server and storage capacity supporting quantitative analysis; reconfiguration of print and file servers to provide a more secure and reliable mode of operation; and implementation of anti-spam software. The Service acquired greater staff and technical capacity to develop and maintain systems to support research and analysis of legislative issues and improved its ability to create, disseminate, and preserve its products.

### **Inquiry Status and Information System (ISIS)**

CRS manages its workload of congressional requests with ISIS, which provides immediate access for tracking information on congressional inquiries as well as reliable statistical data for budget, program, and personnel planning

in order to keep pace with the changing concerns of the Congress. During this fiscal year the Service continued to enhance ISIS software to improve the speed of printing and provide more reliable and seamless integration with the congressional “place-a-request” feature of its Web site. CRS also formulated requirements and awarded a contract that will enable ISIS to be securely accessible from the Alternative Computing Facility.



# Management Initiatives

**M**anagement initiatives included planning to better anticipate the research needs of Congress, refinements to internal communications procedures, strengthening outreach to new Members and congressional staff, and expanding recruitment and selection practices to represent greater diversity among CRS staff. Other initiatives included developing research partnerships with graduate students and faculty at several public policy schools to provide these students an opportunity to learn about the Service and to bring additional resources to CRS on selected topics, completing a pilot project to establish an online internal subject directory, and refining emergency preparedness planning.



## Current Legislative Issues

The CRS Web site continued to be a valuable tool for Congress. A wide range of services is offered on the Web site, including the full text of all CRS reports; phone numbers and e-mail addresses of CRS issue area experts;

the status of appropriations with links to CRS appropriations reports, bills, and committee reports; listings of CRS seminars and institutes; links to reference sources needed by legislative staff; and the ability to send requests for research and analysis electronically. Usage of the site grew by 10 percent in FY2003 as measured by views of the Home Page.

The CRS Current Legislative Issues (CLI) system, accessible to the Congress from the CRS Web site Home Page, supported immediate analytical and information needs of the 108th Congress

in policy areas identified by CRS research staff as active and of current importance to the Congress. All products were maintained to reflect significant policy developments. In a successful pilot project, electronic access to relevant and authoritative information resources was provided through a primary research sources page focused on electricity

reliability. Another new service was an extensive legislative tracking service covering legislation relating to Iraq and reporting 160 legislative measures by the end of the fiscal year. The CLI system was used on occasion to facilitate contribution of CRS expertise in situations requiring immediate attention of the Congress on an unanticipated basis. This was accomplished on the CRS Web site by calling attention to authoritative CRS products and expertise in such areas as the U.S. space program following the Columbia Space Shuttle disaster, electricity reliability immediately after the August 2003 blackout, and the Iraq war.

*The CRS Current Legislative Issues (CLI) system, accessible to the Congress from the CRS Web site Home Page, supported immediate analytical and information needs of the 108th Congress.*

#### Forecasting for the Future

CRS completed a final report for the Forecasting for the Future study. The study examined the roles of information specialists and how the Service can solidify and strengthen its ability to respond to the information needs of congressional clients and CRS analysts. The report provided options for more efficient and effective organization of work and resources. The recommendations focused on organizational structure and staffing as well as implementation of the recommendations. The major emphasis is to change from a client-based organizational



structure to a function-based organization that can provide the Congress with the highest level of analysis as it addresses public policy issues. Upon completion of the report, CRS established task forces to study implementation of the Knowledge Services Group (KSG).

#### Communications

CRS implemented a number of recommendations to improve internal communications. It established a Communications Advisory Team, created and implemented a system to provide additional direct contact between the director and deputy director and the staff through monthly informal brown bag lunches and through participation in division/office meetings, and initiated a Service-wide newsletter. Other efforts included establishment of a CRS Activities Committee to coordinate activities; the Tuesday Morning Update, a weekly e-mail/intranet news service for business and operational all-staff messages; and mechanisms for better vertical communication between the Research Policy Council (senior management) and staff.



*Nearly 6,000 congressional participants attended CRS programs this fiscal year on the legislative process, the budget process, and legal and public policy issues.*

### **Outreach**

Outreach to the Congress included a number of efforts to acquaint Members and staff with the full range of CRS services. One of the most successful seminars was the “Legislative Issues and Procedures: The CRS Seminar for New Members,” held in Williamsburg, Virginia, at the beginning of the 108th Congress for new Members of the House of Representatives. The Service participated in the April 2003 House Services Fair, at which hundreds of congressional staff received information about CRS services. Additionally, CRS analysts provided short, informative briefings on services and products to 130 House and Senate offices at their regularly scheduled staff meetings, which proved to be a highly successful new format for answering questions about how CRS can help with their research, analysis, and information needs. In the spring mid-Session updates were held in each chamber, where analysts and congressional staff could discuss public policy issues on the legislative agenda with CRS analysts one-on-one. Nearly 6,000 congressional participants attended programs this fiscal year on the legislative process, the budget process, and legal and public policy issues. The relatively new Web-based notification system (listserv) continued to grow, enabling the congressional audience to receive notifications about CRS programs at their desktops.



### **Recruitment and Selection**

The Service continued to fill key research analyst and information technology positions, expanded its participation in various minority recruitment and hiring programs, provided training and professional development opportunities for all categories of staff, and recognized staff members who made superior contributions toward the accomplishment of the Service’s mission. Workforce development staff expanded student diversity partnership efforts to include two new programs: the Asian Pacific American Institute for Congressional Studies Intern Program and the Washington Center’s Native American Leadership Program. CRS also hosted 15 internships through partnerships with several student diversity programs, including the Hispanic Association of Colleges and Universities, the Atlanta Consortium of Historically Black



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Colleges and Universities, and the Asian Pacific American Institute for Congressional Studies.

### **Capstone Programs**

CRS continued to pursue research partnership efforts with public policy schools in order to provide additional assistance to Congress on appropriate topics. Analysts worked with graduate students and faculty to complete three projects with the LBJ School of Public Affairs at the University of Texas on “the Internet divide,” transportation issues, and urban sprawl and entered into agreements for three additional projects for the coming year. The Service also worked with three graduate student project groups at the Maxwell School at Syracuse University and developed an immigration project with Columbia University.

### **Emergency Preparedness**

After the September 11, 2001, terrorist attacks on the United States, the CRS director established teams to review the preparedness of CRS staff in responding to emergencies.

#### **Business Continuity Planning: Service to the Congress**

The CRS director designated a Business Contingency and Continuity Planning Team, which created a Business Continuity of Operations Plan (COOP). The COOP provides a template for restoring operations and resuming service to the Congress following an event that affects the location of CRS at the Madison Building of the Library of Congress. The plan can be implemented independently of other legislative branch organizations but is tied closely to Senate continuity plans. Restoration of service would take place in stages, with some key staff working from new

locations and most staff working from home until additional work sites are available.

In FY2003 the team updated, tested, and refined the COOP and related business continuity documents. CRS consulted with experts in continuity of operations planning to review and improve the effectiveness of the COOP and lead a desktop disaster exercise with senior managers. This exercise was conducted in September 2003. CRS divisions and offices completed business impact assessment questionnaires to identify critical functions and the resources needed to accomplish those functions. The team continued to focus on information technology and the need to ensure continued access to networks, PCs, e-mail, and shared databases critical to communications and the efficient workflow of a dispersed workforce.

#### **Internal Emergency Preparedness**

The Service-wide CRS Emergency Planning Team, also established by the director, continued its work to help ensure the safety of CRS staff during an emergency. The team designed and tested a shelter-in-place plan and procured essential equipment and supplies to accommodate staff in such a situation. The Service’s accounting system for staff was refined to include daily roll-call check-in, a telephone line for staff to call on weekends, holidays, and evenings, a system of designated assembly areas for each division and office following a noncatastrophic evacuation, a cell phone network for senior managers, an emergency Web site for emergency-related information, emergency notification software to call CRS staff, and a team of volunteer managers to help monitor “I’m OK” phone lines following an evacuation emergency.

# Appendixes



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## FY2003 Budget, Resources, and Other Funding

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In FY2003 CRS had an authorized staffing level of 729 full-time equivalents (FTEs) and an appropriation available for expenditure of \$86,386,812. Approximately 85 percent of the fiscal year's expenditures supported staff salaries and benefits.

During this fiscal year CRS received \$20,000 from the Robert McCormick Tribune Foundation and \$10,000 from

the University of Oklahoma Foundation. These grants provided partial support for a November 2003 conference examining the changing nature of the House speakership. CRS also received a total of \$130,153 under an FY1999 grant of \$1,629,000 from the Robert Wood Johnson Foundation. This grant provides partial support for an integrated program of projects, workshops, and seminars designed to enhance CRS analytic capacity and enrich the CRS resources available to the Congress in health policy issue areas that likely will remain on the legislative agenda.

## Human Resources and Staff Development

CRS workforce development staff focused on filling key research analyst and information technology positions, expanding its participation in various minority recruitment and hiring programs, providing training and professional development opportunities for all categories of staff, and recognizing staff members who made superior contributions toward the accomplishment of the Service's mission.

### Recruitment and Selection

CRS hired 91 new staff in FY2003: 76 positions were filled through the Library's traditional hiring procedures; 5 positions through the CRS Law Recruitment Program, a program designed to recruit third-year law students for entry-level law clerk positions; and 10 positions through the Federal Presidential Management Intern (PMI) Program, a highly competitive program administered by the U.S. Office of Personnel Management designed to attract the nation's top graduate students to careers in public service. This total included 88 professional and administrative positions representing a variety of analytical disciplines, information technology expertise, and administrative skills; and three support positions. Of these permanent/indefinite selections, 41 are female (47 percent) and 17 are minorities (19 percent). CRS also hired 17 temporary staff; of these, 9 (53 percent) are female and 10 (59 percent) are minorities.

At the end of the fiscal year one additional PMI intern was in the process of being hired and was scheduled to

begin work in the new fiscal year. CRS hosted one PMI participant from another agency to serve on a rotation in one of its divisions. Two female CRS employees, including one minority, were selected for two Public Affairs Coordinator positions under the CRS Career Opportunity Plan (COP). This program is designed to offer on-the-job training and upward mobility opportunities for current staff. The Service also selected one Hispanic male detailee as part of the U.S. Air Force Fellows Program.

### Diversity Efforts

CRS expanded its student diversity partnership efforts to include two new programs: the Asian Pacific American Institute for Congressional Studies Intern Program and the Washington Center's Native American Leadership Program. With the addition of these two programs, CRS now has established at least one student diversity partnership program representing each federally recognized minority group: African American, Asian and Pacific Islander, Hispanic, and Native American. Other CRS partners in student diversity activities were the Hispanic Association of Colleges and Universities, the United Negro College Fund's Institute for International Public Policy, and a consortium of three historically black colleges and a university in the Atlanta area (Clark Atlanta University, Morehouse College, and Spelman College).

Using a combination of these five student diversity partnership programs, CRS provided paid work experiences to 16 students in FY2003—twice the number of students who participated in CRS student diversity programs in FY2002. These 16 students included eight hired through

the Hispanic Association of Colleges and Universities—four times the number of students hired through this program in any previous year.

CRS also enlarged the pool of minority recruitment sources from which it draws when advertising permanent professional and administrative positions and developed stronger ties with these various groups and organizations in order to promote CRS positions more effectively. The Service also continued its participation in annual career fairs and other recruitment events sponsored by minority organizations such as the Congressional Black Caucus Foundation.

### **Staff Training and Professional Development**

To offer staff opportunities to improve their workplace skills, CRS continued implementation of comprehensive training and professional programs for all staff, with a focus on professional writing, critical thinking, presentations, and computational skills, including WordPerfect and Quattro Pro. CRS also supported staff participation in conferences, seminars, workshops, and specialized training to offer staff professional development opportunities and enhance their knowledge in a variety of subject areas related to their jobs. Newly hired staff attended the New Employee Orientation. All CRS staff were required to attend computer security and Quick 2000 Escape Hood Respirator training because of heightened security concerns following the September 2001 terrorist attacks. Instructors who delivered the training and professional development courses were drawn from CRS and Library staff, universities, associations, and contractor groups.

An agency-wide training needs survey was conducted to identify short- and long-term training needs and to prioritize the needs. Survey results will be used to develop

future courses and determine the mode for delivering the training—classroom instruction, online courses, or on-the-job training.

### **Staff Recognition**

It is CRS policy to acknowledge its employees' superior performance and outstanding contributions. The Service understands that an effective recognition program contributes to maximum staff performance and satisfaction and to the achievement of the mission and goals of the organization. In accordance with that policy CRS presented 565 awards to employees in recognition of their exceptional contributions during the year. Of these, 514 were awards for special achievements, and 51 were on-the-spot awards. In





addition, 92 employees received outstanding performance ratings for their exemplary work, and 46 received quality step increases.

To promote the Service's strategic goal of improving internal and external communications and to comply with a Communications Planning Team recommendation, the annual incentive award ceremony for 2003 was reformatted. Whereas only award recipients and recommending officials were invited to attend the ceremony in previous years, all staff were invited and encouraged to attend the 2003 ceremony and reception in support of colleagues receiving awards. At that ceremony staff heard comments of two Members of Congress who shared their thoughts on the importance of CRS work for the Congress. Names of award recipients were published in the inaugural issue of the CRS newsletter to further recognize staff contributions.



## Types of CRS Support to the Congress: Research Services and Products

Throughout FY2003 CRS supported the Congress with analysis, research, and information presented in the formats described below.

### **Congressionally Distributed Products Providing Research and Analysis on Legislative Issues**

#### **Reports for Congress**

Reports for Congress, analyses or studies on specific issues of congressional legislative interest, are often prepared in response to numerous congressional inquiries. Reports may take many forms: policy analyses, economic studies, statistical reviews, legal analyses, historical studies, chronologies, and two-page fact sheets. Reports clearly define the issue in the legislative context. The basic requirements of these and other CRS written products are accuracy, balance, and utility. Analysts define and explain technical terms and concepts, frame the issues in understandable and relevant context, and provide appropriate, accurate, and valid quantitative data. A summary appears on the first page of each report. CRS reports are distributed upon request throughout the congressional community; some are published by committees to ensure broader distribution. Reports are updated as subsequent events occur for issues that are of ongoing interest to the Congress and withdrawn when they are no longer accurate or useful. Reports are available both in printed form and electronically on the CRS Web site. CRS

produced 810 new report titles this fiscal year; 4,551 active reports (titles) were available at the end of the fiscal year.

#### **Issue Briefs**

Issue briefs, a unique CRS product, are concise briefing papers (16 pages maximum) on issues considered to be of major legislative importance to the Congress. Briefs are available both in printed form and digitally on the CRS Web site. They are updated as events unfold; the date on the cover of each issue brief is the CRS confirmation that the information contained therein is current as of the posted date. Briefs provide background information, contain the most recent developments, and analyze policy options for legislative issues. They frequently describe introduced bills and show the status of current legislation. In many issue briefs a chronology of key events is provided, and a short bibliography of additional references is listed. Briefs also contain a one-page summary of the issue. Emphasis is on timeliness and brevity. While analytical findings on an issue may be drawn, issue briefs, like other CRS products, do not make legislative policy recommendations. There were 20 new issue briefs initiated in FY2003; 137 active issue briefs were available at the end of the fiscal year.

#### **Congressional Distribution Memoranda**

These memoranda are prepared when the interest of a relatively small number of congressional readers (generally fewer than 50) is anticipated or when the transiency of the issue and the product makes its inclusion as an advertised CRS product inappropriate. Each bears a label

distinguishing it from CRS confidential memoranda. If an issue becomes important to a larger congressional audience, the product may be recast as an issue brief or a CRS report, as appropriate.

### **Electronically Accessible Products and Services**

#### **CRS Web Site**

The CRS Web site provides 24-hour access to an array of services including electronic access to selected products listed by legislative issue, full text of issue briefs and reports, audio and video recordings of CRS programs, updates and analyses of the annual appropriations legislation, an interactive guide to the legislative process, online registration for CRS seminars, and complete information on other services. The Web site also offers links to a selection of other Internet sites providing public policy, legislative, legal, and quick reference information. In operation since the 104th Congress, the CRS Web site is accessible only to House and Senate offices and other legislative branch agencies.

#### **Legislative Information System**

The Legislative Information System (LIS) was available for the first time on Capnet at the beginning of the 105th Congress. The system provides Members of Congress and their staff with access to the most current and comprehensive legislative information available. It can be accessed only by the House and Senate and the legislative support agencies. The LIS has been developed under the policy direction of the Senate Committee on Rules and Administration and the House Committee on House

Administration. It has been a collaborative project of the offices and agencies of the legislative branch, including the Secretary of the Senate and the Clerk of the House; House Information Resources and the Senate Sergeant at Arms; the Government Printing Office; the General Accounting Office; the Congressional Budget Office; the Congressional Research Service; and the Library of Congress. CRS has responsibility for the overall coordination of the retrieval system; the Library of Congress is responsible for its technical development and operation.

*The CRS Web site provides 24-hour access to an array of services including electronic access to selected products listed by legislative issue, updates and analyses of the annual appropriations legislation, an interactive guide to the legislative process, and complete information on other services.*

#### **Floor Agenda**

The “Floor Agenda: CRS Products” page, a weekly compendium of CRS products relevant to scheduled or expected floor action in the House and Senate, was available on the CRS Web site and through e-mail subscription to all Members, committees, subcommittees, and congressional staff. All CRS products listed on the Floor Agenda were linked for electronic delivery to subscriber desktops.

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### CRS Programs Listserv

Launched in FY2001, this e-mail notification system provides subscribers with descriptions of current CRS programs and links to online registration forms.

### Current Legislative Issues

The Current Legislative Issues (CLI) system, accessible to the Congress from the CRS Web site Home Page, reflects policy areas identified by CRS research staff as active and of current importance to the Congress. All products presented as CLIs are maintained to address significant policy developments. On occasion the system is used to facilitate the contribution of CRS expertise in situations requiring immediate attention of the Congress on an unanticipated basis. In FY2003 CRS developed and maintained 160 CLIs.

*The CRS Appropriations Web page continued to provide comprehensive legislative tracking and access to legislative analysis of each of the 13 annual appropriations bills.*

### Appropriations

The CRS Appropriations Web page continued to provide comprehensive legislative tracking and access to legislative analysis of each of the 13 annual appropriations bills. The appropriations status table included an online guide to the FY2003 Consolidated Appropriations Act (P.L. 108-7), which offered access and short cuts to notable sections from the end-of-Session measure that combined 11 appropriations acts into one bill.

### Responses to Individual Members and Committees

The Service also responds to individual Member and staff requests for custom services. Frequently this is done by CRS analysts in the form of confidential policy and legal analyses, usually in memorandum format; consultations in person or by phone; and briefings on virtually all legislative and policy issues, each tailored to address specific questions directed to CRS by requesting Members, committees, and staff.

### Confidential Memoranda

Confidential memoranda are prepared to meet a specific congressional request, and are often designed to meet the needs of the congressional reader with a high level of expertise in a given topic. These memoranda are prepared for the use of the congressional requester and are not distributed further unless permission has been given. The memorandum format is often used by CRS attorneys, for example, to respond to focused inquiries about the legal implications of statutory provisions, proposed legislation, or executive actions. The Service will also prepare “directed writing” that makes a case or incorporates the viewpoints or assumptions of the congressional requester for use in his or her own name. Such directed writing may not be cited as CRS analysis.

### Individual Staff Briefings

Individual or group staff briefings constitute another form of tailored response to congressional inquiries. CRS staff provides in-person briefings to Members and committees on specific policy issues. These briefings might focus on bills in formulation, foreign or domestic public policy issues before the Congress, the legislative process, congressional office

operations, committee matters, or general orientations to CRS services and products.

### **Briefing Books**

Briefing books may be prepared for use by congressional delegations traveling abroad and are collections of materials that support specific purposes of a congressional trip. They may contain a variety of materials such as maps, selected products, such as CRS reports, and brief tailored written work, which can contain background and current issues regarding U.S. relations with specific countries on the trip, as well as questions Members might ask when meeting with government and other officials.



### **Telephone Responses**

Telephone responses to inquiries are a vital element in the CRS information exchange with the Congress. CRS information specialists and analysts are directly accessible by phone; on a given day analysts will respond to numerous calls and provide information that may range from a statistic or a name to a short situation briefing or an interactive discussion analyzing alternatives for response to an issue. CRS goals in these instances are to provide expertise, ease of access, and personalized immediate response.

### **General Seminars and Briefings**

In January 2003 CRS held its New Member Seminar in Williamsburg, Virginia. Sponsored by the U.S. House of Representatives and CRS, the three-day seminar is part of the official orientation for newly elected Members of Congress. Members attended in-depth presentations on major legislative issues as well as legislative procedure. In addition, CRS experts provided one-on-one briefings for Members. The Seminar was attended by 28 new Members of the 108th Congress.

At the end of May CRS held a mid-Session legislative update to showcase major issue areas expected to be legislatively active and to give congressional staff an opportunity to speak one-on-one with the experts. Separate sessions were held, one in the House and one in the Senate, attended by a total of 207 congressional staff.

The semiannual series of briefings by CRS attorneys on current legal issues of interest to the Congress, the “Federal Law Update” series, was presented in March and September. Other highlights of the year were the introductory legislative process institutes, the advanced legislative process institute series, and the District/State

Staff Institutes. The Graduate Institute, an intensive, week-long, participatory program in Washington, D.C., and Richmond, Virginia, was held August 11–15 and attended by 59 congressional staff. Participants assumed the role of a “Member” of the “CRS Congress” and moved legislation through the legislative process: committee hearings and markups, House and Senate floor sessions, conference committees, and final House and Senate action on conference reports.

### *The Service responds to individual Member and staff requests for custom services.*

Throughout the year CRS conducted seminars for Members and staff on timely public policy issues. These seminars featured a combination of CRS and outside experts to explore various facets of an issue. Highlights of the year included public policy seminars on such topics as disarming Iraq; the threat, regional dynamics, and appropriate U.S. response to Iraq; terrorist use of shoulder-fired, anti-aircraft missiles against commercial aviation; the Global Fund to Fight AIDS, Tuberculosis, and Malaria; U.S.-China agricultural trade, country-of-origin labeling, agriculture in free trade agreements, producer and food sector views; DOD transformation initiatives and the military personnel system; first responder grant programs; the Jobs and Growth Tax Relief and Reconciliation Act of 2003; and cybersecurity.

In FY2003 CRS held 141 seminars on public policy and the budget process and 20 introductory and advanced institutes on congressional processes. Member and staff attendance at these events was 5,926. CRS held 44 briefings on CRS services for new congressional staff

and 132 orientations on the Service and its functions for congressional interns. The briefings were given to 243 new professional staff and 3,878 interns.

### **Legislative Summaries, Digests, and Compilations**

Since 1935 the Bill Digest Section of CRS has had statutory responsibility for preparation of nonpartisan digests of introduced public bills and resolutions. Detailed revised summaries reflecting changes are also prepared. In addition, CRS identifies titles and related and identical measures, assigns subject indexing terms, and provides citations to the *Congressional Record* for debates, texts of measures, and Member introductory remarks. During the past year Bill Digest staff made further progress developing and implementing software tools to assist in analyzing, comparing, and indexing bill texts. Design of a new data entry system was completed.

For historical research, CRS also maintains similar legislative information from the current Session of Congress back to the 93rd Congress (1973 through 2002).

### **Other Services**

#### **Audiovisual Products and Services**

CRS provides a variety of audiovisual products and technical assistance in support of its service to the Congress. These include producing video or audio copies of CRS institutes and seminars that congressional staff can request for viewing in tape format or at their desktops from the Web. The Web versions are broken out into subtopics so that individual viewers can go directly to the portions that are of greatest interest to them. Working with the Library’s Office of Information Technology Services, CRS also provides live

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Webcasts of selected CRS seminars. In addition, CRS provides two hours of television programming each weekday for the House and Senate closed-circuit systems.

**Language Support**

The Foreign Affairs, Defense, and Trade Division provides limited translation services for Members and committees. Languages covered in-house include French, German, Greek, Italian, Latin, and Portuguese. For translations pertaining to legislative business into or from other languages, the division can make arrangements to contract the work to outside vendors.



## CRS Organizational Structure

CRS has adopted an interdisciplinary and integrative approach as it responds to requests from the Congress. The Service seeks to define complex issues in clear and understandable ways, identify basic causes of the problems under consideration, and highlight available policy choices and potential effects of action. CRS is organized into the following divisions and offices to support the analysis, research, and information needs of the Congress.

### Divisions

#### American Law Division

The American Law Division provides the Congress with legal analysis and information on the range of legal questions that emerge from the congressional agenda. Division lawyers and paralegals work with federal, state, and international legal resources in support of the legislative, oversight, and representational needs of Members and committees of Congress. The division's work involves the constitutional framework of separation of powers, congressional-executive relations and federalism; the legal aspects of congressional practices and procedures; and the myriad questions of administrative law, constitutional law, criminal law, civil rights, environmental law, business and tax law, and international law that are implicated by the legislative process. In addition, the division prepares *The Constitution*

*of the United States of America—Analysis and Interpretation* (popularly known as the *Constitution Annotated*).

#### Domestic Social Policy Division

The Domestic Social Policy Division offers the Congress research and analysis in the broad area of domestic social policies and programs. Analysts use multiple disciplines in their research, including program and legislative expertise, quantitative methodologies, and economic analysis. Issue and legislative areas include education and training, health care and medicine, public health, Social Security, public and private pensions, welfare, nutrition, housing, immigration, civil rights, drug control, crime and criminal justice, border security and domestic intelligence, labor and occupational safety, unemployment and workers' compensation, and issues related to the aging of the U.S. population, to children, persons with disabilities, the poor, veterans, and minorities.

#### Foreign Affairs, Defense, and Trade Division

The Foreign Affairs, Defense, and Trade Division is organized into seven regional and functional sections. Analysts follow worldwide political, economic, and security developments for the Congress, including U.S. relations with individual countries and transnational issues such as terrorism, narcotics, refugees, international health, global economic problems, and global institutions such as the United Nations, World Bank, International Monetary Fund and the World Trade Organization. They also address U.S. foreign aid programs, strategies, and resource allocations;

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State Department budget and functions; international debt; public diplomacy; and legislation on foreign relations. Other work includes national security policy, military strategy, weapons systems, military compensation, the defense budget, and U.S. military bases. Trade-related legislation, policies, and programs, and U.S. trade performance and investment flows are covered, as are trade negotiations and agreements, export promotion, import regulations, tariffs, and trade policy functions.

### **Government and Finance Division**

The Government and Finance Division is responsible for meeting the analytic and research needs of Congress on matters relating to government operations and oversight, intergovernmental relations, congressional organization and procedures, public finance, financial regulation, and macroeconomic policy. Issue areas related to government include the operations and history of Congress; the legislative process; the congressional budget and appropriations processes; federal executive and judicial branch organization and management; government personnel; government information policy; statehood, territories and the District of Columbia; disaster assistance and homeland security; census and reapportionment; elections and political parties; lobbying; and constitutional amendments and history. Issue areas related to finance and economics include financial institutions and market structure; financial markets and securities regulation; insurance; consumer finance, including banking, credit reporting, and financial privacy; government-sponsored enterprises and housing finance; debt and taxation; economic development; international finance, including foreign exchange and financial flows; monetary and fiscal policy;

and macroeconomic conditions and indicators, such as gross domestic product, price indexes, and saving.

### **Information Research Division**

The Information Research Division responds to requests for information research and reference assistance. The division serves the Congress by extending research techniques beyond the limitations of traditional library tools and drawing on automated files, the wide range of the Internet, local and state governments, private organizations and institutions, as well as the resources of the Library of Congress. Responses are tailored and may include preparing written reports, selecting authoritative materials, creating electronic files, as well as Web pages designed to meet the needs of Congress for continuous access to information and research. The staff in the congressional reading room and research centers provides telephone reference service and in-person consultation on resources and research strategies for congressional staff. The Product Distribution Center provides document delivery service for CRS products.

### **Resources, Science, and Industry Division**

The Resources, Science, and Industry Division covers an array of legislative issues for the Congress involving natural resources and environmental management, science and technology, and industry and infrastructure. Resources work includes policy analysis on public lands and other natural resources issues; environment; agriculture, food, and fisheries; and energy and minerals. Science coverage includes policy analysis on civilian and military research and development issues, information and telecommunications, space, earth sciences, and general science and technology.

Support on industry issues includes policy analysis on transportation and transportation infrastructure issues, industrial market structure and regulation, and sector-specific industry analysis.

## **Offices**

### **Office of Finance and Administration**

The Office of Finance and Administration maintains oversight of the Service's planning, management controls, financial management, and administrative activities. This includes coordinating development of the Service's strategic planning goals and annual program plans and conducting quarterly performance reviews. This office directs a full range of fiscal operations to achieve the director's program objectives, including development of long-range budgetary requirements and associated appropriations requests, budget execution, contracting, and fund-raising. The office also performs facilities management and asset control activities, co-chairs the Services Contract Review Board, conducts a business analysis of all proposals for external research capacity, and makes recommendations to the CRS director.

### **Office of Information Resources Management**

The Office of Information Resources Management develops and maintains information services that support both the Congress and CRS staff. The office provides information support to CRS staff through its management of three Information Resource Centers, reference services, procurement of electronic and print resources, training in the use of electronic resources, and Intranet resource development.

### **Office of Congressional Affairs and Counselor to the Director**

The Office of Congressional Affairs and Counselor to the Director provides counsel to the director and deputy director on matters of law and policy—planning, developing, and coordinating matters relating to internal CRS policies, particularly as they affect the Service's relationships with congressional clients and other legislative support agencies. The office provides final CRS review and clearance of all CRS products; ensures that the Service complies with applicable guidelines and directives contained in the Reorganization Act, in statements by appropriations and oversight committees, and in Library regulations and CRS policy statements. This office receives, assigns to the research divisions, and tracks congressional inquiries; works with the divisions to plan and carry out institutes, seminars, and briefings for Members, committees, and their staffs, and takes the lead in developing, strengthening, and implementing outreach to congressional offices; records, tracks, and reports data on congressional inquiries and CRS responses; and develops and refines systems designed to provide managers with statistical information needed to analyze subject coverage, client service, and the use of resources. The office also provides a co-chair of the External Research Review Board, which reviews contract proposals and makes recommendations to the director, and provides the CRS representative to the Interagency Liaison Group of legislative support agencies.

### **Office of Legislative Information**

The Office of Legislative Information develops and maintains information services that support both the Congress and CRS staff, including the CRS Web site and

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the congressional legislative information retrieval system (LIS); provides summaries and status information for all bills introduced each Congress; builds and maintains the technology infrastructure of the Service as a whole; develops and applies new technologies to enhance CRS research capability and productivity; develops and implements information technology to enhance communication of CRS research to its clients; edits, produces, and distributes CRS products in both print and electronic format; and represents the director in dealing with other organizations and agencies on issues regarding legislative information technology.

### **Office of Workforce Development**

The Office of Workforce Development administers the Service's human resources programs and activities to include the following: staffing, recruitment, position classification, diversity, upward mobility, performance management, mentoring, special recognition, and training and professional development. This office represents the director on issues involving the Service's status, role, activities, and interaction with other Library entities in relevant areas of human resources administration, management, and development. Overall the goal of the office is to enhance the Service's ability to attract and retain the human resources talent it needs to respond to the dynamic research, analysis, and information needs of the Congress.

## CRS Organizational Chart

<b>Director, Deputy Director (DIR)</b>		
<b>Office of Congressional Affairs and Counselor to the Director (CAC)</b>		<b>American Law Division (ALD)</b>
<b>Office of Finance and Administration (FIN)</b>		<b>Domestic Social Policy Division (DSP)</b>
<b>Office of Information Resources Management (IRM)</b>		<b>Foreign Affairs, Defense, and Trade Division (FDT)</b>
<b>Office of Legislative Information (LIN)</b>		<b>Government and Finance Division (G&amp;F)</b>
<b>Office of Workforce Development (WRK)</b>		<b>Information Research Division (INF)</b>
		<b>Resources, Science, and Industry Division (RSI)</b>